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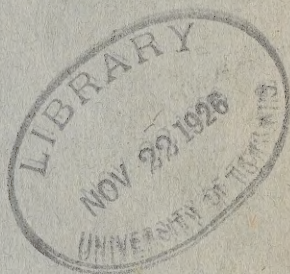
HON. G. D. ROBERTSON, MINISTER OF LABOUR

BULLETIN No. 1.

INDUSTRIAL RELATIONS SERIES

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Joint Councils in Industry



Issued as a Supplement to the LABOUR GAZETTE

FEBRUARY, 1921

PRINTED BY THOMAS MULVEY, PRINTER TO THE KING'S MOST
EXCELLENT MAJESTY

OTTAWA



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THE CANADIAN LABOR R. CANADA

Joint Councils in Industry

THE CANADIAN LABOR R. CANADA

1937

THE CANADIAN LABOR R. CANADA

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Joint Councils in Industry

IN view of the increasing desire on the part of both employers and employees for information in connection with plans for securing a permanent improvement in the relations of employers and workers, the following notes have been compiled on the principles and practices governing Industrial Councils and Works Committees in Canada, Great Britain and the United States:

CANADA.

It will be recalled that in April 1919, a Royal Commission known as the Royal Commission on Industrial Relations, was appointed by the Dominion Government "to consider and make suggestions for securing a permanent improvement in the relations between employers and employees" and "to recommend means for insuring that industrial conditions affecting relations between employers and employees shall be reviewed from time to time by those concerned, with a view to improving conditions in the future." In order to secure the necessary basis for recommendations along these lines, the Commission was authorized to "obtain information as to the character and extent of organization already existing among bodies of employers and employees respectively" and to "investigate available data as to the progress made by established Joint Industrial Councils in Canada, Great Britain and the United States." The Commission on Industrial Relations, itself a body representing the public, employers and employed, held sessions in all the large industrial centres from the Pacific to the Atlantic and considered the proposals and views of any persons or associations who cared to appear before it. In the report submitted by the Commission, it was stated: "There is urgent necessity for greater co-operation between employer and employed. The great obstacle to such co-operation is the suspicion and distrust with which in many cases each regards the other." A recommendation was made in favour of the formation of Joint Industrial Councils and Works Committees; the Commission also advised "that the Government should interest itself in the development of these councils and that a bureau should be established under the Minister of Labour which would compile all available statistics on this subject, undertake publication of developments in this and other countries, maintain officers who would be available to give assistance and act as liaison officers between employer and workers where desire is expressed to create such Councils, and render such other assistance as may be required." The report states, however, that the commissioners "are under no illusions as to industrial councils constituting a universal panacea for all industrial troubles. Their usefulness will depend upon the spirit in which they are adopted."

In accordance with a recommendation of the Royal Commission on Industrial Relations, a National Industrial Conference was held at Ottawa in September 1919, of representatives of employers and employees and of the public; the subject of Joint Industrial Councils and Works Committees was discussed, a reso-

Royal
Commission on
Industrial
Relations.

National
Industrial
Conference.

lution being unanimously adopted approving the formation of Joint Industrial Councils as a means of furthering greater co-operation between employer and employees.

Plans in Operation

Objects .

Among the plans which have been put into effect in Canada, with the object of giving some voice in management to employees, there are many modifications and variations as to methods, and although the principles involved differ but slightly, it is observed that the objects of the different joint industrial councils and committees reported to the Department are, generally speaking (1) to provide means whereby on the one hand employees may crystallize their thoughts, and present their views to the management, with respect to wages and working conditions, and on the other hand to provide the management with a means whereby it may better know the preferences and appreciate the points of view of the workers; (2) to provide means for exchanging ideas and suggestions and to develop further a spirit of co-operation; in short, to secure the largest possible measure of joint action between employer and employee in any matters pertaining to their common welfare. Some committees are charged with the administration of trust funds and sickness benefits; others again deal with questions of policy relating to wages, hours, employment, working conditions, work practice, safety, sanitation and health. The number of employees coming within the scope of joint councils and committees, as at July 1920, is reported as approximately 145,000.

Basis of Representation.

The basis of employee representation on joint committees in Canada varies between one representative for each ten workers, and one representative for each hundred workers, but the average seems to be about one representative for each thirty employees. In most cases the employee representatives are nominated and elected by secret ballot, and in practically all cases an equal number of representatives of the management are appointed by the management. In some cases, provision is made for a chairman appointed by the management; in others, the chairman is appointed by the full board. Similarly the secretary is sometimes appointed by the management, and in other cases two secretaries are appointed, one by the management and one by the employees. A plan which appears to be distinctly approved, is to have the director of personnel, the supervisor of welfare, or the employment manager, act as secretary of the committee. In some plants where women are employed, provision is made for a special representative elected by the women only; but in most cases the representatives are elected by various groups, such groups being arranged either for geographical convenience, or by crafts within the plant. One large company has a permanent secretary paid by the employer.

It is generally provided in the various constitutions that the plan of representation of employees shall in no way abridge or conflict with the right of employees to membership in any labour or or other lawful organization.

Qualifications of Representatives.

In most cases, employees must have one year or more continuous service with the company and be at least 21 years of age to

become eligible for election as an employees' representative. An exception is made in the case of women representatives for whom in certain cases the minimum age is 18 years. As a rule, no foreman nor any official having definite authority to hire or discharge is allowed to represent the employees. Most regulations specify that it is necessary for an employee representative to be a Canadian citizen or of British birth, but in one case an employee is eligible if he has his first papers, and in another, United States citizens are eligible.

Meetings of the councils or committees are as a rule held once a month, but provision is generally made for special meetings to be called when necessary. In some cases the council meetings are held during the employer's time, but there are cases where meetings are after working hours. Generally, meetings are held on the premises of the company.

In some cases, the constitution of the joint industrial council provides for standing committees to deal with such matters as health, safety, sanitation, recreation, libraries, athletics, restaurants, ambulances, and entertainments, but in the majority of cases, sub-committees are formed to deal with these and other specific matters, disbanding when their report is made to the council.

The constitutions of several joint industrial councils provide that matters which cannot be adjusted between individual employees and their foremen may be submitted to a shop committee, and failing a mutually satisfactory arrangement, may be referred to a general council and thereafter in the absence of a suitable agreement, to arbitration, the decision of the arbitrators to be binding. In some cases, however, no procedure as to arbitration has been thought necessary, the decision of the chief executive officer being final. In practically all cases, provision is made for fullest investigation, and from the information to hand, it would appear that it is very seldom that matters cannot be satisfactorily handled by the shop or plant committees or councils.

As a rule, minutes of the council and committee meetings are kept and means provided for publishing them in order to inform employees as to matters under discussion and as to decisions made. In some cases, the minutes are published in the house-organ or plant newspaper. In other cases, the minutes are kept in the office of the secretary, available for inspection at any time.

The subjects dealt with by the joint committees include absenteeism, ambulance work, apprentice regulations, athletics, benefits, bonuses, buildings, canteens, church work, comfort, co-operative stores, education, employment, equipment, gardens, group insurance, health, holidays, hours, materials, methods, organization, piece rates, production, promotion, publicity, quality of production, recreation, rules, safety, salvage, sanitation, thrift, Victory Bonds, wages, working conditions, and many other matters.

The results of the operation of these joint committees or councils in industry have been commented on very favourably by employers, as the following reports from some of the larger firms in this country, which have put into operation extensive plans for industrial organization with employee representation, will show:—

Meetings.

Standing
Committees.

Procedure.

Minutes.

Matters
Dealt With.

Results.

The Bell Telephone Co. of Canada, Ltd. report improvement in service rendered, due to keener interest shown by employees in work and closer co-operation with Company officials. The formation of plant councils throughout this Company and the joint meetings between the representatives of employees with the management are said to have been greatly beneficial to both parties. One of the largest rubber manufacturers, operating several factories, states that the general impression among the managers is that headway has been made in the matter of volume and quality of production and that there has resulted a noticeably beneficial effect on labour relations in general between management and employees, great advance having been shown in the willingness of employees to co-operate and be fair in the settlement of all questions: *The Gray-Dort Motors, Ltd.*, state that results of the councils have been surprisingly beneficial; *The Gutta Percha and Rubber Ltd.*, state that there has been a favourable reaction in regard to the matter of labour turnover and distinctly feel that the relationship between management and employees has improved as a result of the council meetings: the president of the Employees' Committee of the Works Council states that the Joint Council has established harmony in all relations between the management and the working force of the Company; *Imperial Oil Ltd.*, state that a spirit of mutual respect and a better disposition to appeal to the sense of fairness are becoming apparent; *International Harvester Co., of Canada Ltd.*, state that labour relations in general are unquestionably better; *Kerr Lake Mining Co., Ltd.*, are thoroughly convinced that joint discussions are of material benefit not only to the men, but also to the interest of the Company; *The Manitoba Bridge & Iron Works Ltd.* state that their labour turnover has been reduced 50 per cent. since a council was started, although they do not claim that this has resulted altogether from the institution of the council; *Massey Harris Co., Ltd.*, state that the councils have more than justified themselves and representative employees express the opinion that "works councils remove all grounds for dissatisfaction, suspicion and discontent;" *Robb Engineering Works, Ltd.*, look upon the committee arrangement as having proved very satisfactory from all view-points; *The Spanish River Pulp & Paper Mills, Ltd.*, have been making a very close study of the matter of joint committees, believing that committees would be good for the employees as well as for the company.

Saskatchewan
Civil
Service
Joint
Council.

In the spring of 1920 there was organized the Saskatchewan Civil Service Joint Council. The Council, representing the Government and Civil Service employees, is composed of three deputy ministers and three members of the Saskatchewan Civil Service Association. The Council may appoint such committees as may from time to time be deemed advisable and may call officials or employees before it to give information regarding any matter under consideration. Recommendations of the Council are referred to the deputy head of the department concerned and to the Civil Service Commissioner. Matters dealt with include complaints as to salaries, allocation of work, holidays, sick-leave, the operation of the staff dining-room and similar matters.

In the month of August 1918, a joint board known as the Canadian Railway Board of Adjustment No. 1, was formed by agreement between the railways of Canada and six of the railway employees' brotherhoods "to avoid disputes or misunderstandings which would tend to lessen the efficiency of transportation service in Canada during the war." It was further agreed that this arrangement should continue in effect after the war, unless either of the parties desired to terminate it. The operations of the Board during the war proved to be so effective that the arrangement was continued by mutual agreement and is still in effect.

Canadian
Railway
Board of
Adjustment
No. 1.

The Board consists of twelve members, half selected by the railways and half by the executive officers of the respective railway brotherhoods concerned, namely:—Brotherhood of Locomotive Engineers, Brotherhood of Locomotive Firemen and Enginemen, Order of Railway Conductors, Brotherhood of Railroad Trainmen, Order of Railroad Telegraphers and International Brotherhood of Maintenance of Way Employees.

All office expenses in connection with the Board of Adjustment are borne equally by the Railway Association of Canada and the organizations of employees.

The Board meets regularly at stated times each month and continues in session until all matters before it are considered.

Personal grievances or controversies on Canadian railways, arising out of interpretations of wage agreements are handled by a general committee of employees up to and including the chief operating officer of the railway concerned. If an agreement is not reached, the chairman of the joint committee of employees may refer the matter to the executive officer of the organization concerned, and if the contention of the employees' committee is approved, the matter is referred to the Canadian Railway Board of Adjustment No. 1, whose decision is binding. All decisions of the Board must be approved by majority vote of all members of the Board. So far it is understood that decisions of the Board have in all cases been made unanimous.*

A joint body known as the National Joint Conference Board of the Building and Construction Industries of Canada, was organized in 1920 to furnish a common meeting ground for the discussion of questions affecting employers and employees in the building and construction industries. It is composed of five representatives selected by the Association of Canadian Building and Construction Industries, and five members selected by the representatives of the international trade unions in the building trades. In connection with this National Board, there are local boards which deal with disputes and agreements in the building and construction industries; such

National
Joint
Conference
Board of the
Building and
Construction
Industries.

*Results of each of the 87 cases dealt with by the joint board between August 7, 1918 and August 31, 1920, are tabulated in the Report of the Proceedings of the Canadian Railway Board of Adjustment No. 1, published by the Department of Labour, in the *LABOUR GAZETTE*, November, 1920.

boards or councils are already functioning at Ottawa, Toronto, London and Hamilton, and their operations have accomplished much in harmonizing and standardizing conditions of contracting and of employment, and have secured a great measure of joint action between employers and employees for the development of these industries as a part of the national life, and for the improvement of the conditions of all engaged therein.

The Ottawa local joint board consists of ten members, with power to add to the number, five being representatives of the Building Trades Council of Ottawa, and five being from the Ottawa Branch of the Association of Canadian Building and Construction Industries.

The Toronto local joint board consists of ten members with power to add to the number, two representatives being from the Builders' Exchange, one from the Ontario Association of Electrical Contractors and Dealers, one from the Toronto Society of Domestic, Sanitary and Heating Engineers, one from the International Master Painters' Association, and five from the Building Trades League.

The London local joint board is similar in constitution to those of Ottawa and Toronto.

The Hamilton local joint board consists of ten members, five appointed by and representing the employers engaged in the building industry, and five appointed by the Building Trades Council representing the employees.

Meetings of the local boards are held as often as necessary, regular meetings being held once a month. Matters which have been dealt with include grievances of employees' unions and of employers, apprentice systems, jurisdictional disputes, agreements, etc., and the work of the boards has proven very valuable both to employers and employees, having been the means of averting many strikes and of exercising in every way a beneficial effect on labour relations in general between the building trades employers and their employees.

A system of joint action has been developed in the men's clothing industry in Canada, based on the system in operation in the plant of Hart, Schaffner and Marx, Chicago. A similar development has taken place in the American clothing markets of Rochester, Baltimore, Boston and New York. In Canada, in the cities of Montreal, Toronto and Hamilton, the Amalgamated Clothing Workers of America have boards representing the workers. These boards are employees' organizations and do not represent the employers. Each board has a manager who acts with the labour manager of the associated clothing manufacturers in the adjustment of disputes. The labour adjustment council, made up of representatives of employers and employees, considers all matters on which the business manager of the union and the general manager fail to agree. If the members of the council do not reach an agreement, the "impartial chairman" makes a recommendation which is binding on both sides. In Toronto, there is an agreement made by the union with the manufacturers.

Among the industries and branches of employment in Canada in which Joint Councils or Committees have already been introduced are the following :—

Abattoirs	Engineering	Industries in which Joint Councils have been introduced.
Agricultural Implements	Oil	
Automobiles	Packing	
Bridge and Structural Iron	Railways	
Brush Manufacturing	Rubber	
Building and Construction	Telephones	
Civil Service of Saskatchewan	Woollen Goods.	
Clothing		

In the Province of Manitoba the Industrial Conditions Act of 1919 provided for a "Joint Council of Industry" to consist of five persons, two to be selected as representatives of employers engaged in industry in Manitoba, and two to be selected as representatives of employees connected with industry in Manitoba; the chairman to be an impartial person so far as employers and employees are concerned. Members of the Council hold office during the pleasure of the Lieutenant-Governor-in-Council. The Lieutenant-Governor-in-Council may, upon recommendation of the joint council, appoint persons with technical or special knowledge to assist in respect of any matter which may come before it.

Manitoba
Joint
Council
of Industry.

The Council has jurisdiction over businesses or corporations giving rise to the relation of employer and employee, but does not apply to agricultural pursuits or railways operated under the Railway Act of Canada. Council may take the initiative in investigating questions relating to alleged unfair profits caused by maintaining rates of wages which are not fair and reasonable, and may from time to time make investigations as to the cost of living; numbers of persons employed in industry; rates of wages paid and other similar matters. Action may be taken upon complaint of any person or organization, or whenever the Council has reason to believe that an industrial dispute exists or seems likely to arise.

From the date of inception of the Council of Industry for the Province of Manitoba, May, 1920, to January 21, 1921, sixty-nine meetings of the Council were held and eighty interviews with parties interested in cases dealt with. The findings of the Council were announced in thirteen cases of industrial disputes; in five cases, both parties agreed to abide by the decision of the Council before the decision was announced; in one case, some of the recommendations were not adopted; in another case, the finding was rejected by the labour union which had referred the matter to the Council; and in all other cases agreements were entered into which are said to be satisfactory to both parties, embodying the suggestions of the Council.

The Council has also conducted investigations in connection with rents, housing, unemployment, apprenticeship and industrial education, cost of living and profit-sharing systems.

Employees'
Committees.

In addition to the various joint shop and plant committees concerning which the Department has received information, particulars have been received of many employees' committees, some of these being in connection with employees' clubs or associations, formed for the carrying out of some object of mutual service; as for instance, pension plans, social and athletic purposes. Such a committee may form a valuable nucleus for a joint industrial council.

GREAT BRITAIN.

As a step towards lessening industrial unrest in Great Britain, a Government committee, commonly known as the "Whitley" Committee, after its Chairman, the Rt. Hon. J. H. Whitley, M.P., put forward in 1917 proposals for fostering closer relations between employers and employed.*

The Whitley
Committee
Plan.

Briefly, the proposal outlined by the Whitley Committee was that employers and employees in their respective national organizations should elect representatives to form a national joint council for each industry. It was further proposed that these national industrial councils should promote the formation of district councils and individual works committees. Outstanding features of the Whitley Committee plan are: (1) the formation of national and district councils and works committees composed in each case of representatives of employers and workmen; (2) the selection of the council members through the employers' and employees' organizations respectively; (3) the provision for regular meetings; (4) the consideration of any proposals submitted for the regularization of production and employment; (5) the encouragement of the study of processes, designs and research; (6) the regular consideration of wages, hours and working conditions generally.

In the conclusion of its first and principal report, the Whitley Committee observed:—

The schemes recommended in this report are intended not merely for the treatment of industrial problems when they become acute, but also, and more especially, to prevent their becoming acute. We believe that regular meetings to discuss industrial questions, apart from and prior to any differences with regard to them that may have begun to cause friction, will materially reduce the number of occasions on which, in the view of either employers or employed, it is necessary to contemplate recourse to a stoppage of work.

We venture to hope that representative men in each industry, with pride in their calling and care for its place as a contributor to the national well-being, will come together in the manner here suggested, and apply themselves to promoting industrial harmony and efficiency and removing the obstacles that have hitherto stood in the way.

Organisation
of
Employers
and
Work-people.

The Whitley Committee further stated that it was the considered opinion of the members "that an essential condition of securing a permanent improvement in the relations between employers and employed is that there should be adequate organization on the part of both employers and work-people. The pro-

*The reports of the Whitley Committee and of certain Communications relating thereto have been re-printed by the Department of Labour, Canada, and are available for distribution.

posals outlined for joint co-operation throughout the several industries depend for their ultimate success upon there being such organization on both sides; and such organization is necessary also to provide means whereby the arrangements and agreements made for the industry may be effectively carried out."

The recommendations of the first Whitley report were endorsed by the British Government in the following terms: "The Government desires it to be understood that the Councils will be recognized as the official standing consultative committees to the Government on all future questions affecting the industries which they represent and that they will be the normal channel through which the opinion and experience of an industry will be sought on all questions with which the industry is concerned. It will be seen, therefore, that it is intended that Industrial Councils should play a definite and permanent part in the economic life of the country, and that the Government feels that it can rely on both employers and work-people to co-operate in order to make that part a worthy one."

Endorsement
by the
Government

During the period which has elapsed since the publication, in March 1917, of the first report of the Whitley Committee, sixty-six National Joint Industrial Councils have been formed including 3½ million workers in the following industries:—

Name of Industry.	Number of Workers. Jan., 1920.	
Asbestos Manufacturing.....	3,000	Industries having a National Joint Councils.
Bread Baking, England.....	99,900	
Bread Baking, Scotland.....	8,000	
Bedsteads, Metallic.....	7,700	
Bobbin and Shuttle.....	4,500	
Boot and Shoe Manufacture.....	164,000	
Building.....	705,000	
Cable-Making, Electrical.....	26,500	
Carpets.....	19,500	
Cement.....	*	
Chemicals, Heavy.....	30,000	
China Clay.....	9,300	
Civil Service (Administrative and Legal Departments).....	300,000	
Coir Mat and Matting.....	3,000	
Cooperage.....	6,000	
Dockers.....	*	
Dyeing and Finishing Hosiery (Midland).....	*	
Elastic Webbing, etc.....	4,000	
Electrical Contracting.....	6,000	
Electricity Supply.....	29,000	
Entertainments.....	*	
Flour Milling.....	25,000	
Furniture.....	85,000	
Gas Undertakings.....	94,000	
Glass.....	36,400	
Gold and Silver, etc.....	30,000	
Government Industrial Establishments:—		
Admiralty.....	88,400	
Air Ministry.....	*	
Ministry of Munitions.....	*	
Office of Works.....	6,000	
Stationery Office.....	*	
War Office.....	*	
Heating and Domestic Engineering.....	71,000	
Hosiery, English.....	67,000	
Hosiery, Scottish.....	16,500	

*Figures not available.

Name of Industry.	Number of Workers. Jan. 1920.
Leather, Made-up goods.	40,800
Locks, Latches and Keys.	*
Insurance.	*
Local Authorities (Manual Workers).	60,000
Local Authorities (Administrative, Clerical and Technical).	*
Match Manufacturing.	9,500
Music Trades.	*
Needles, Fish-hooks and Fishing Tackle.	5,500
Packing-case Making.	24,000
Paint, Colour and Varnish.	19,400
Pottery.	70,000
Printing.	208,000
Process Engraving.	*
Quarrying.	66,200
Road Transport.	175,000
Rubber Manufacturing.	67,800
Sawmilling.	74,000
Silk.	34,700
Soap and Candles.	*
Spelter.	3,000
Surgical Instruments.	*
Tin Mining.	5,500
Tramways.	82,700
Vehicle Building.	32,000
Wall-paper Making.	3,000
Waterworks Undertakings.	17,000
Welsh Plate and Sheet.	26,000
Wire, Iron and Steel.	15,000
Wool (and Allied) Textile.	270,000
Woollen and Worsted.	40,000
Wrought Hollow-ware.	*

District councils have also been established in many of the foregoing industries, and works committees have been set up in a large number of individual establishments.

Mining and
Transportation.

In the important industries of mining and transportation, in both of which there has been widespread unrest of late, the plan enunciated in the Whitley Report has not yet been accepted.

Subjects
Dealt With.

National industrial councils have dealt with a wide range of subjects, including wages, hours of labour, holidays, disputes, conciliation, welfare, safety, research, organization, statistics, education, apprenticeship, unemployment insurance, workmen's compensation and merchandise marks.

The Garton
Foundation
Suggestions

A memorandum on the industrial situation issued under the auspices of the Garton Foundation prior to the publication of the Whitley Committee report is recognized as having been one of the most notable contributions to the development of the new spirit of co-operation. The writers declare: "It is essential to the securing of such co-operation that labour as a party to industry should have a voice in matters directly concerning its special interests, such as rates of pay and conditions of employment. It is necessary to create adequate machinery both for securing united action in the pursuit of common ends and for the equitable adjustment of points which involve competing interests. This machinery must be sufficiently powerful to enable both sides to accept its decisions with confidence, that any agreement arrived at will be generally observed."

*Figures not available.

The operatives in the building industry in Britain prior to the publication of the Whitley Committee report had presented to their employers through their association a statement outlining a plan for the joint control of the building industry and affirming that "industrial peace must come not as a result of the balance of power with a supreme court of appeal in the back-ground; it must arise as the inevitable by-product of mutual confidence, real justice, and constructive goodwill."

The Building
Industry.

Thus the time was ripe in Great Britain for the concrete proposals of the Whitley Committee. The Federation of British Industries, an organization of employers representing over 9,000 firms in every trade and industry and employing between three and four million workers and over \$2,000,000,000 capital, announced "We are strongly of the opinion that the workers in every industry should be given the fullest possible voice in the determination of the conditions under which they are employed, provided this does not encroach upon the operations of the commercial management or lessen the proper authority of the foreman. . . . These recommendations of the Whitley Committee have repeatedly been approved by the Federation and we desire once more to state in emphatic terms our approval of them and especially of the proposals for district councils. The recommendations of the Whitley Committee, if properly carried out, will give the worker a new and honourable status. In the national council of the industry and in the joint industrial council, his representative will sit on an absolute equality with the employer's and will have an equal voice in determining the general conditions subject to which industry is carried on. . . . We believe, also, that in industries where circumstances permit of their formation, works Committees will do much to make the worker realize that he is acquiring a new status in industry."

Approval of
the Federation
of British
Industries.

A Government Commission on Industrial Unrest, reporting about the same time as the Whitley Committee, approved the principle of the latter's report, the commissioners for the north-west area affirming it to be "a statesmanlike proposal of the best method of dealing with unrest."

The
Commission
on
Industrial
Unrest.

Works Committees

During the war, the problems of the dilution of skilled with unskilled labour, the replacement of men by women, the fixing of piece-rates and other methods of payment, and the difficulties in regard to time-keeping and absenteeism, led to the establishment many joint works committees to consider these matters, and many of these bodies were later developed into general works committees. The pit committees in the mining districts were organized on a joint basis to increase the output of coal by ensuring better time-keeping and proper facilities for work. Similar joint committees were set up in the iron works at Cleveland and Durham, and in both cases the scheme was declared to have increased production substantially.

Since the adoption of the Whitley report, works committees have been formed not only in industries possessing joint industrial councils, but also in industries which have not yet established industrial councils. Where there is a national industrial council a

Constitution
of
Works
Committee.

model constitution for works committees is drawn up providing for representation of employers and employees at periodical meetings, and this draft constitution is usually adopted by the works committees in the industry.

There are no statistics available as to the number of firms that have set up works committees, but the British Ministry of Labour reported in September, 1920, that there had been a large increase in the number of works committees formed during the previous few months, and the following industries are listed as having adopted the works committee system:—

Industries
which have
Adopted
Works
Committees.

Artificial Stone	Music Trades.
Asbestos.	Needles and Fish-hooks.
Bobbins and Shuttle Making.	Optical Instruments.
Brewing.	Patent Fuel.
Cement.	Plate and Sheet.
China Clay.	Pottery.
Elastic Web.	Printing.
Flour Milling.	Quarrying.
Gloves.	Rubber.
Gold.	Silk.
Silver.	Spelter.
Horological and Allied Trades.	Tin-Making.
Gov't Industrial Establishments.	Wall-paper.
(Admiralty, Office of Works)	Wire.
Matches.	

In addition to the industries which had already formed committees, the following were reported to have the matter under consideration:—

Cable-Making	Local Authorities (Non-Trading Services). [¶]
Cocoa, etc.	Local Authorities (Administrative, etc., Staffs.)
Coir Matting.	Sea-Fishing (Grimsby.)
Gas.	Tramways.
Gov't Industrial Establishments.	Wool (and Allied) Textiles.
(Air Ministry).	

Constructive
Work of
Joint
Committees.

The Ministry of Labour states that "many works committees have shown themselves capable of valuable constructive work in addition to such activities as the removal of grievances, the improvement and supervision of working conditions" etc., and cites as typical examples: an investigation into foundry costs, the report on which the works manager described as the best memorandum on the subject he had seen; an investigation into the system of issuing tools and the improvement thereof; an inquiry into the problem of fatigue in the industry and suggestions for improving time-keeping and increasing output.

Subjects
Dealt with
by Works
Committees.

Among the matters reported as coming within the scope of works committees are the following: wages, piece-work rates; application of special legislation; awards or agreements; new processes or change of process; grievances; application of rules; grading of workers; dismissals; discipline; general shop conditions and amenities; hours of work; meal hours; starting and stopping times; overtime; arrangements for holidays; arrangement of shifts, night-work; safety practices; medical and first-aid work; dining service; shop comfort and hygiene; benevolent work; social activities.

UNITED STATES.

Turning to the United States, and bearing in mind differences in the industrial organization of the two countries, the much less completely organized parties in industry in the United States, and the acceptance in Britain of collective bargaining as a part of the normal machinery of industry, we find that the same spirit which has found expression in Britain has been developing in America, has been intensified by war conditions, and stimulated by British experience.

The Executive Council of the American Federation of Labour, in its report of June 1918, affirmed its belief "that in all large permanent shops, a regular arrangement should be provided whereby:—

First, a committee of the workers would meet with the shop manager to confer over matters of promotion; and whereby

Second, such committee could carry beyond the foreman and the superintendent to the general manager or to the president any important grievance which the workers may have with reference to wages, hours and conditions.

It is fundamental for efficiency in production that the essentials of team work be understood and followed by all. There must be opportunity for intercourse and exchange of viewpoints between workers and managers.

The United States Chamber of Commerce called together a Reconstruction Congress of American Industries at Atlantic City in December, 1918. One of the resolutions passed at this meeting of representatives of nearly four hundred industries contained the following clause: "The most potent measure in bringing about industrial harmony and prosperity is adequate representation of the parties in interest; existing forms of representation should be carefully studied and availed of, in so far as they may be found to have merit and are adaptable to the peculiar conditions in the various industries." The Committee on Industrial Relations of this body declared: "Employees should be accorded a voice in determining the conditions under which their work is performed by the untrammelled election of plant and shop committees to deal with these matters in conjunction with management."

In February and March, 1919, a commission of employers, designated by the Secretary of Labour, visited Great Britain to study industrial conditions and methods of dealing with labour reconstruction problems, and this commission examined the Whitley system with special interest and care. In their report to the Secretary of Labour, made early in April 1919, they stated that enquiry developed that the British employers, when conversant with the Whitley plan, were almost universally in favour of it; also that British employers favoured trade union organization among their workmen and favoured not only collective bargaining, but closer touch with the employed.

An Industrial Conference, convened by President Wilson, reported in January 1920, as follows:—

The guiding thought of the conference has been that the right relationship between employer and employee can be best promoted by the deliberate organization of that relationship. That organization

Report of
Executive
Council
American
Federation
of Labour.

Resolution
of
Reconstruction
Congress
of American
Industries.

Report of
Commission
of Employers.

Report of
President Wilson's
Industrial
Conference.

should provide for the joint action of managers and employees in dealing with their common interests. It should emphasize the responsibility of managers to know men at least as intimately as they know materials, and the right and duty of employees to have a knowledge of the industry, its processes and policies. Employees need to understand their relation to the joint endeavour so that they may once more have a creative interest in their work.

Joint National
Industrial
Councils.

In the United States, the organization of Joint Industrial Councils on a national scale has been confined necessarily to industries in which the employers and workers are both organized nationally. Two of the first industries to set up permanent joint national bodies composed of representatives of employers and employees were the printing and clothing trades. Employees in the former industry are organized in one of the oldest and most conservative unions affiliated with the American Federation of Labour, while the largest clothing workers' union is of comparatively recent growth, with a large foreign membership. In addition to these industries, some progress has been made in different branches of the marine industry, and a joint council has been set up in the electrical construction industry.

International
Joint
Council in
Printing
Industry.

An International Joint Conference Council for the Printing Industry and Allied Trades was set up in accordance with a resolution passed in April, 1919, and ratified by four associations of employers and five international trade unions. The scheme, therefore, covers the firms which do from 70 to 75 per cent. of the book, periodical and job printing business of the United States. The Council, which consists of ten members, is to be thoroughly informed as to "conditions and interests of all parties in the industry and in a position to suggest for ratification regulations which shall eventually become the law of the industry. . . . In carrying out its purposes, the Council is to function through local unions, chapels and shop committees affiliated with the respective international unions, parties to this agreement, local allied printing trades councils, and local associations of employers in the respective trades."

Among the activities which are included within the scope of the Council are not only wage scales and specific wage agreements, but the outlining of general trade policies which will secure the greatest degree of co-operation and protect the interests of the public; legislation affecting the trade; methods for securing uniform hours and shop practices; co-operation with the Government in regard to selling prices; consideration and review of causes of disputes; apprenticeship; improvement of processes and standards of workmanship; safeguarding the rights of designers of improvements, determination of the practicability of establishing wage adjustment boards, and in fact, the consideration of any matter of "interest to the trade whether industrial, educative, economic, legislative or hygienic."

F. A. Silcox, Director of the Industrial Relations Department of the United States Typothetae of America (one of the employers' associations), stated early in 1920:

One of the chief accomplishments of the councils is intangible in its nature. The representatives of the employers and of the unions, by getting together in an informal way around the table and discussing frankly, without heat or passion, the many perplexing problems in

which both groups are vitally interested, have developed an industrial goodwill and respect for one another's opinions which are of material assistance in laying the foundation for better industrial relations throughout the entire industry. Their method is a joint investigation of the facts. On the basis of the facts thus ascertained a constructive programme is worked out.

Among the tangible results of the council have been the adoption of a set of principles to guide local wage negotiations. These have proved useful in the several cases in which they have been tried out. In one particular city—Denver—it was possible by the application of the principles agreed upon to get a peaceful adjustment for the first time in three years.

One of the most constructive acts of the council has been the adoption of a resolution to the effect that the organizations represented will voluntarily adopt the forty-four hour week throughout the country on May 1st, 1921. The latest reduction in hours was brought about through country-wide strikes costing both the employers and the unions millions of dollars. From all indications the next reduction of hours will come about peacefully and without upsetting the industry . . . Other subjects to which the council is giving attention are the standardization of contracts, the apprenticeship problem, the creation of district councils, and wage uniformity.

In the electrical construction industry of the United States, a national industrial council similar to that in the printing trades was created in April 1920. The council consists of ten members representing equally the National Association of Electrical Contractors and Dealers and the International Brotherhood of Electrical Workers. Provision is made for conciliation in case of disputes, the council to act as arbitrator if necessary, and for the appointment of committees for special purposes. At the first meeting of the council, consideration was given to such subjects as uniform working conditions throughout the industry; standardization of wages to be based on statistics of the cost of living and other data to be collected; the prevention of improper combinations of local contractors or unions, or both, to keep out outside contractors or workers as the case might be; conciliation and arbitration; joint district and local councils through which the national council may function; and other questions of importance to the whole industry.

As a development of the National Adjustment Commission and the local commissions which were organized in the United States on a basis of representation from employers' and workmen's associations, and which controlled wages and working conditions in the longshore industry during the war, a plan was formulated for continued joint action by these bodies as well as by the similar organizations in the marine industries. Tentative agreements were drawn up whereby a national industrial council was to be formed in each case. These agreements are subject to ratification by the various bodies interested.

Works and Shop Committees

One of the earliest and best known works committee systems in the United States, with the inception of which is associated the name of the Hon. W. L. Mackenzie King, former Minister of Labour of Canada, is the plan of the Colorado Fuel and Iron Company which was established in 1915. Representatives are selected from the five divisions of the steel works or mining camps and these meet in joint

National
Industrial
Council in
the
Electrical
Construction
Industry.

National
Industrial
Councils in
Longshore
and Marine
Industries.

The Colorado
Plan.

conference with an equal or smaller number of representatives of the management at least once in every four months. Four joint committees of twelve members each are elected yearly at one of these conferences: one on industrial co-operation and conciliation, for the consideration of any matter pertaining to the prevention and settlement of industrial disputes, terms and conditions of employment, maintenance of discipline, company stores, etc.; the second on safety and accidents; the third on sanitation, health and housing, and the fourth on recreation and education. If the conciliation committee fails to settle a dispute, the matter is referred to arbitration. Similar representation plans are in operation in several other plants in the United States.

Leitch
Industrial
Democracy
Plan.

Another type of industrial committee found in the United States is that formulated by Mr. John Leitch and modelled on the American form of government. This comprises a House of Representatives composed of delegates elected by the workers; a Senate, made up of superintendents and foremen, and a Cabinet consisting of the highest officers of the company. This system provides an orderly method of adjusting grievances and receiving suggestions, but there is no provision for joint sessions of management and men and thus one of the valuable features of the joint system is lacking. An important factor in the Leitch plan is the semi-monthly dividend based on increases in production.

Committee
Systems
of National
War Labor
Board.

Committee systems initiated through awards of the National War Labour Board or other governmental agency during the war, provided for equal representation of employers and employed on the committee, for both separate and joint sessions, and for collective agreements. In some cases, provision is made for arbitration of disputed matters.

An Agreement
in the
Clothing
Trade.

Still another system is found in the clothing plant of Hart, Schaffner and Marx, Chicago. The basis of the scheme is an agreement with the trade union in which almost all the employees are organized. A distinctive feature is the provision for arbitration by an "impartial chairman" who presides over the "trade board" and decides questions on which the representatives of the management and the workers fail to agree. As a final court of appeal there is a "board of arbitration" of three members, one chosen by the company, one by the employees and the third by the other two. These boards have jurisdiction over all matters that arise under the agreement including grievances, rates of wages, hours of labour, recognition of unions, questions of discipline, etc. Decisions rendered by the boards are incorporated in the agreement and thus is built up a body of law for the government of the industry. The Hart, Schaffner and Marx plan has had nine years' successful experience, being established in 1911. It differs from some other plans in providing for collective bargaining with the union, but there is little scope for constructive activities relating to production welfare, education, etc.

It is authoritatively stated that over 250 plants in the United States had in operation some form of works committee or other type of "industrial democracy" at the end of 1919.

In November 1919, the United States Bureau of Labour Statistics reported that information had been received regarding

about one hundred and sixty companies which had works committees of some sort operating in their plants. "In almost all cases where an opinion was expressed, the plan was working satisfactorily although a number qualified this opinion with the statement that it had not yet been in effect long enough to permit of a determination as to whether it would result in better relations permanently. Several companies state also that while it was feared at the outset that there might be a tendency to elect the more radical members of the force as representatives, the general tendency had been toward selection of workmen who were fair-minded and unprejudiced."

WORKS COUNCIL LAWS OF CONTINENTAL EUROPE

While the present study is confined to Joint Councils in Industry in Canada, Great Britain and the United States, it will not be out of place to make brief mention of the works committee movement in European continental countries.

The Workers' Committee Act, recently passed by the Norwegian Parliament, is applicable to all industrial enterprises numbering at least fifty employees, or connected with the transportation, telegraphic or telephonic service. Workers' committees are to be appointed at the request of one-quarter of the employees, the members being elected by workers over 21 years of age. The functions of the committees will include the consideration and discussion of working conditions, remuneration, shop or welfare institutions, etc. Before arriving at any decision in such matters, employers will be required to submit their plans to the committee for approval. The committee is entitled—or if either party wishes it, obliged—to mediate in all disputes arising out of the conditions of labour, or the dismissal of workers. The Act will go into force immediately.

Norwegian
Workers'
Committee
Act.

In Germany, following the close of war, a Works Council Law was submitted to the National Assembly; after much discussion, it was passed on January 18, 1920. This law provides for the compulsory setting up of works councils in all establishments employing twenty or more persons, whether manual workers or salaried employees. The law is applicable also to agricultural and to home workers. All manual and non-manual workers, without distinction of sex, who are 18 years of age and in possession of their civic rights, may vote at the election of works councils. Members of the works councils must be German citizens over 24 years of age, who have finished their vocational training and have, at date of election, worked at least six months in the establishment and at least three years in the trade or occupation in which they are engaged. Members of the works council are elected for a term of one year but their re-election is permissible. It is evident from a number of the provisions of the law that there is no intention of driving the trade unions from their chosen field of activity, but that the Government has desired workmen's councils only in addition to, and co-operating with, the trade unions.

German
Works
Council
Law.

Works councils are required to co-operate in the introduction and application of new methods of work and in the promotion of

industrial peace; to ensure the execution of any award accepted by the interested parties; to deal with shop regulations; to safeguard the workers' right of combination; to receive complaints; to co-operate in matters relating to health and safety, and to take part in the administration of pension funds and other welfare institutions in the establishment.

Austrian
Works
Council Law.

In Austria, there came into force on July 25, 1919, a law making the establishment of works councils obligatory. The functions of the councils are comprehensive. They attend to the concluding, maintaining and interpreting of collective agreements, and in doing so, have to co-operate with the trade unions. Matters concerning wages which have not been arranged by collective agreements, are likewise entrusted to the councils. They are authorized to examine pay-rolls and to control the payment of wages, to participate in the management of all welfare institutions and to act as boards of appeal with respect to the dismissal of manual workers or salaried employees. Provision is made for a monthly joint conference to discuss improvements in the plant and machinery and the general administration of the establishments. In commercial businesses, where at least thirty salaried employees and manual workers are employed, as well as in all factories and mines, the council is entitled to demand that a balance sheet shall be submitted to it once a year, together with a profit and loss account, and statistics of wages. In joint stock companies, the council is entitled to elect two of the members of the board of directors. Employees over 18 years of age have the right to elect members of the council, such members being persons of 24 years of age and upwards, who have been employed for at least six months.

CONCLUDING OBSERVATIONS

In Great Britain, the proposal of the Whitley Report was that national industrial councils should be established first and that they should promote the formation of district councils and works committees. This suggestion is the logical result of the fact that in Great Britain the important industries are organized in national employers' associations and trade unions which cover almost entire industries. On this side of the Atlantic, there is no such complete organization and the procedure followed in Great Britain is less applicable. The result is that joint action on the part of employers and employed in Canada and the United States is generally developed first in the plant or shop.

In a few plants in the United States, there were experiments along these lines before the war intensified the labour problem, but the great majority of the schemes now in operation in the United States were adopted during the war or since the Armistice. The National War Labour Board, the Shipping Labour Adjustment Board, the Fuel and Railroad administrations and other governmental agencies accepted the principle of joint action and provided for the installation of plant and shop committees in their awards, or encouraged their formation in other ways.

Canadian and American experience with voluntary organized works committees varies from the plans which are based on labour

organization and collective bargaining to those in which trade unions are not recognized, and though there may be collective dealing with the representatives of the workers, there is no "collective bargaining" in the sense which labour usage has given to that term.

One of the most valuable features of the plant, or shop committee, is its provision for regular meetings and joint discussion by the representatives of both parties freely chosen and protected against discrimination for any opinions expressed in the joint conference. Separate sessions are provided in nearly all cases so that there may be even greater freedom of discussion. Serious and prolonged strikes and lock-outs have arisen from petty causes which might have been adjusted if the matter had been approached in the proper manner. The inventive mind of the intelligent workman can put at the service of the employer a technical knowledge and critical faculty of inestimable value, and the management can give the employee an insight into the problem of obtaining raw materials, credits, marketing, etc., that will provide a truer perspective of the whole business of production.

Joint shop and plant committees and councils are still in an early stage of development, and training is necessary for the representatives on both sides. In order that they may be successful, the employees and the management must, moreover, come together in a spirit of co-operation. Their usefulness will depend upon the spirit in which they are adopted. An attitude of suspicion, paternalism, or indifference, will nullify the benefits of the most carefully prepared plan. The system of employee representation, therefore, should be thoroughly democratic. The records should be accessible to the workers, and the rules easily amended after approval by the joint committee.

It is not possible, nor is it desirable, to suggest any hard and fast rule as to how such joint bodies should be constituted, or what their precise functions should be. These are matters to be worked out by employers and employees in collaboration.

The Department of Labour has on file particulars of the various plans for joint committees or councils in industry which have been developed in Canada, as well as information regarding similar plans which have been organized in Great Britain and the United States. This information will be furnished to employers and employees on request, and in addition, the Department is in a position to furnish such technical assistance as may be requested in connection with the adoption of any plans for joint industrial councils or plant and shop committees.

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